

**DEPARTMENT OF SOCIAL SERVICES AND POVERTY
ALLEVIATION**

SOCIAL CLUSTER

SOCIAL CAPITAL FORMATION DOCUMENT

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EXECUTIVE SUMMARY

Social capital refers to trust that exist between communities and between spheres of government and communities. The network element refers to networks that benefit communities. Participation in networks must lead to a certain benefit for the member of the network. There is therefore an element of reciprocity embedded in this understanding of social capital.

These networks should create an enabling environment for the youth to be linked to vertical networks (linking social capital) that will provide them with access to opportunities, information and resources. Similarly, facilitating beneficial networks between communities could foster a resurgence of traditional values such as ubuntu, the dictum “Your child is my child” and neighbourly love. These values are deemed paramount in fostering bonding and bridging capital. Ensuring the involvement of more affluent sectors of society could facilitate the fostering of linking social capital as in the departmental adopt-a-crèche project.

The situational analysis clearly suggests decay in the morals of society. Hence, the requirement of emphasizing building and strengthening family life in its varied manifestations as the very core of society becomes paramount. The statistics indicate the increased vulnerability of children and families as a result of prevailing socio-economic conditions. This department therefore has a responsibility to increase its efforts at deepening the safety net for this target group.

The need for existing resources to be redirected to areas of greatest need and highest priority becomes evident when one considers the skewed distribution of social service resources. This does not only hold true for the department itself, but also for the non-governmental organizations that it funds.

It should be noted that the department understands the areas of greatest need and highest priority to include the Presidential nodal areas ie. Central Karoo, Mitchells Plain and Khayelitsha, areas identified through Project Consolidate that includes the presidential nodal areas as well as Theewaterskloof, Matsikama, Witzenberg, Cedarberg, the eight provincial crime hot spot areas Khayelitsha, Mitchells Plain, Guguletu, Nyanga/Philippi, Kuilsriver, Worcester, Kraaifontein and Oudtshoorn as well as the 170 informal settlements in the metropole. These areas have been prioritized for redistribution of resources. Wherever reference in the document is made to areas of greatest need and highest priority, target or priority areas, these should be understood to mean the areas mentioned above.

The need for a proper scientific base through focused research was also highlighted in the situational analysis.

The effect of these conditions on the youth warrants special targeted approaches and programmes aimed at developing their capacities and they should remain the focus of the social capital formation strategy.

The application of social capital as a tool for public sector intervention to address the social dimensions of prevailing gross inequalities, exacerbated by the negative effects of globalization and erosion of traditional values appears to be well-placed to foster social cohesion in the province as a way of dealing with social division and exclusion.

In view of the above the Department of Social Services and Poverty Alleviation reassessed its core function and identified the following areas of intervention within a social capital formation framework.

- Services to the disabled
- Services to older persons
- Integrated provincial poverty reduction strategy
- Early childhood development
- Youth development
- Increased accessibility of government services, information and resources
- Integrated response to HIV/Aids
- Research agenda
- Services to children and families
- Substance abuse services

Once a political mandate has been received, these areas of intervention will be operationalised in integrated project plans.

1. INTRODUCTION AND BACKGROUND

The Department of Social Services and Poverty Alleviation plays a pivotal role in implementing iKapa elihlumayo, the growth and development strategy of the Provincial Government of the Western Cape. As the lead department for social capital formation one of the integral pillars of this strategy in giving effect to the provincial vision of “A Home for All” it has to ensure that its work contributes to the national agenda of fostering social cohesion and social inclusivity.

As lead department it not only contributes to “A Home for All” in the social cluster, but as an autonomous department it also had to reassess its own core functions and ensure alignment to this vision.

The department analysed the vision of the province and purports the vision to include the crucial aspect of nation-building. This means that previously disadvantaged communities should receive the most benefit from available resources. It will necessitate a definite shift of resources to areas of greatest need and highest priority. Redress is required to deal effectively with the impact of historical imbalances on specific and targeted communities. The Presidential ten year review further confirmed the need to mend the social fabric and the room that still exists to extend the frontiers of human fulfillment even further. This review clearly highlighted the fact that the social fabric has become eroded and that government needs to respond to the mending of this fabric with urgency. This realization gave birth to the vision of “A Home for All” realizing that too large a proportion of the citizenry still survive in the second and third economies.

It is the continued existence of social (racial) divisions and unequitable distribution of resources that inhibits the fostering of social cohesion. “A Home for All” purports to create an enabling environment in the province where these social and economic divisions could be dealt with in a way that will make the province a place where all its people can feel welcome and safe. Social capital formation is seen as one of the tools for public sector intervention to create an environment where social capital can flourish. Access to networks and opportunities need to be strengthened and where absent, fostered, in order to link people with resources and information that can assist them into scaling up and out of constraining socio-economic conditions.

The strategy requires a very clear and specific value-based approach with the values of respect for life and human dignity (a human rights approach) being of paramount importance. The principles as contained in the Bill of Rights in the Constitution will guide the strategy in this regard. An eroded social fabric translates into a situation where people’s commitment to these values and rights are diminished as a result of oppression, the negative effects of globalisation and continued socio-economic disparities. It thus requires a strategy that will seek to uphold the traditional values of Ubuntu, Letsema, Naasteliefde.

It should be noted that the department understands the areas of greatest need and highest priority to include the Presidential nodal areas ie. Central Karoo, Mitchells Plain and Khayelitsha, areas identified through Project Consolidate that includes the presidential nodal areas as well as Theewaterskloof, Matsikama, Witzenberg, Cedarberg, the eight provincial crime hot spot areas Khayelitsha, Mitchells Plain, Guguletu, Nyanga/Philippi, Kuilsriver, Worcester, Kraaifontein and Oudtshoorn as well as the 170 informal settlements in the metropole. These areas have been prioritized for redistribution of resources. Wherever reference in the document is made to areas of greatest need and highest priority, target or priority areas, these should be understood to mean the areas mentioned above.

We also understand “A Home for All” to mean that social capital formation is inextricably linked to economic development; the one cannot be meaningful or successful without the other.

We understand social capital formation to provide the opportunity of focusing attention on emerging communities where social welfare infrastructure is limited or even non-existent. Existing social capital research suggests that beneficial networks in poor communities are often absent or not as strong as in developed communities. The extent and impact of these networks may assist with bonding and bridging capital but still makes linking capital difficult. Opportunities therefore exist for the support of emerging organizations to give effect to bridging the gaps. It is for this reason that the department will embark on a targeted redirection of resources to these areas to facilitate the formation of social capital.

There is acceptance that the iKapa elihlumayo strategy cannot succeed without pursuing it in an integrative and targeted approach. iKapa Elihlumayo itself comprises an integrated intervention into the lives of the poor and vulnerable. Government has had varied success in giving real expression to integration. This strategy however requires integration between spheres of government, private and public sector, different government departments and communities to become a reality.

2. SITUATIONAL ANALYSIS

2.1. INTRODUCTION

This section will explore the current socio-economical context and indicators that currently shape social service delivery in the Western Cape Province. It will also, based on the analysis start to make suggestions as to what types of social service programmes should be embarked on to foster social capital formation.

2.2. SOCIO-ECONOMIC CONTEXT IN THE WESTERN CAPE

The economy of the province of the Western Cape is currently growing at 2, 9%. The growth rate is being driven by the tertiary sector; transport; communication; finance; real estate and business industries. Although higher than the national growth rate, the impact of higher provincial economic growth is not felt by the majority of the poor communities. Evidence on the role played by social capital, and on the importance of social networks can be drawn from a range of sources. For example studies by Buck (2001) explains that a lack of social networks of the right kind helps to explain why individuals who live in neighbourhoods of concentrated disadvantage are even less likely to exit poverty than would be predicted by their individual characteristics and attributes this to their lack of friends or acquaintances in the labour market. There is a strong positive association between levels of social capital when measuring the size and levels of social networks, community engagement and social trust and levels of educational attainment. Evidently it suggests that the direction of causality runs from both educational attainment to social capital, and from social capital to educational attainment. Similar results were found between the stock of social capital and the health of citizens.

2.3. POPULATION DISTRIBUTION

TABLE 1 WESTERN CAPE BY GENDER AND AGE

Source of data: Statistics South Africa; Census 2001

AGE	MALE	%	FEMALE	%	TOTAL	% OF THE TOTAL
0-4 yrs	204628	9.3%	200942	8.6%	405570	9.0%
5-9 yrs	205348	9.4%	203847	8.7%	409195	9.0%
10-14 yrs	210091	9.6%	211877	9.1%	421968	9.3%
15-19 yrs	217621	9.9%	228610	9.8%	446230	9.9%
20-24 yrs	210472	9.6%	220317	9.4%	430789	9.5%
25-29 yrs	209954	9.6%	215853	9.3%	425808	9.4%
30-34 yrs	191754	8.7%	201071	8.6%	392826	8.7%
35-39 yrs	174913	8.0%	186593	8.0%	361506	8.0%
40-44 yrs	146566	6.7%	160885	6.9%	307451	6.8%
45-49 yrs	112373	5.1%	125213	5.4%	237587	5.3%
50-54 yrs	91038	4.2%	99089	4.2%	190127	4.2%
55-59 yrs	67055	3.1%	75270	3.2%	142325	3.1%
60-64 yrs	54523	2.5%	64357	2.8%	118880	2.6%
65-69 yrs	38979	1.8%	48789	2.1%	87768	1.9%
70-74 yrs	27350	1.2%	37024	1.6%	64373	1.4%
75-79 yrs	16257	0.7%	25024	1.1%	41281	0.9%
80-84 yrs	9128	0.4%	15613	0.7%	24740	0.5%
1085 yrs and older	4322	0.2%	11587	0.5%	15909	0.4%
TOTAL	2192372	100.0%	2331962	100.0%	4524334	100.0%

From these statistics the following information can be extrapolated:

- Less than a third of the population (27, 33%) is under the age of 15 years, suggesting that the Western Cape population is not young.
- The youth between the ages of 15-34, a target group for this strategy, numbers 1 695 596 (37,48%) of the population.
- The percentage of people in the economically active group (from age 15 to 64) is 67, 49%. Present unemployment figures stands at 26%.
- The elderly (65+) accounts for 5, 17% of the population.

Population growth is another factor that impact on the service delivery environment, with a growing population of 14% growth since the last census.

Migration into the province is the main contributing factor resulting in the high population growth rate in the province. According to recent studies, up to 48 000 people per annum migrate into the Province of the Western Cape mainly because of the perception that the province has opportunities. This abnormal increase in population of the province led to the creation of the new poverty pockets. This is because those who migrate to the province are from poor provinces, that is, the

Eastern Cape as well as from the Northern Cape. The Western Cape also seems to be attracting a relatively less educated population from the Eastern Cape, while the more educated tend to move to Gauteng or Eastern Cape cities. New and emerging communities require social capital development.

The total population of the Western Cape is estimated to be 4.5 million, of which approximately 64% reside in the Cape Town Metro Region covering just 2% of the surface area of the province. The remainder of the population is distributed, more sparsely, in approximately equal proportions between the other three regions namely, Boland/Overberg, South Cape/Karoo and West Coast Winelands.

2.4 INCOME DISTRIBUTION

TABLE 2.1 THE TABLE BELOW REFLECTS THE INDIVIDUAL MONTHLY INCOME BY AGE PER PERSON WEIGHTED, IN THE WESTERN CAPE

Source: Statistics South Africa

	AGE GROUP 15-34	AGE GROUP 35-65	TOTAL
No income	912099	423423	1335522
R1 - R400	72593	65539	138132
R401 – R800	173228	233808	407036
R801 – R1 600	215407	191336	406743
R1 601 – R3 200	155214	172373	327587
R3 201 – R6 400	103017	142094	245112
R6 401 – R12 800	42759	89104	131864
R12 801 - R25 600	14678	38925	53603
R25 601 - R51 200	3685	13255	16940
R51 201 - R102 400	1441	4821	6262
R102 401 - R204 800	1209	2498	3706
R204 801 or more	322	1459	1781
TOTAL	1695653	1378635	3074288

Despite democratic achievements, the biggest single issue facing South Africa and the Western Cape Province is poverty. In the Western Cape, the inequality and contrast between rich and poor is starker than in other provinces despite higher than average economic growth, perceived wealth creation and development. According to the statistics available, the Western Cape is the second least poor province in South Africa. 1.8 million persons are perceived to be vulnerable. 42.38% of households in the Province recorded an annual household income of less than R19 200 in the 2001 Census. The statistics inform us, too, that the Western Cape heads-up the provincial inequality league in the country. Our gini-coefficient, a globally recognised instrument for measuring inequality, is an unacceptable high of 0.62 compared with the national figure of 0.57. Neither of these statistical indicators provides any measure for comfort; nor does either diminish our provincial responsibilities in respect of the urgency, importance or scope of

the poverty reduction challenge. In addition, these statistics ignore human rights based dimensions and indicators in their head-count exercises.

The department is currently in the process of consulting a proposed integrated provincial poverty reduction strategy. The Integrated Poverty Reduction Strategy of the Western Cape promotes empowerment and development of poor communities and individuals in the province, with well planned and implemented projects which impacts particularly on the vulnerable, the unemployed, women, youth and those affected and infected by HIV and AIDS. At a provincial level existing and new programmes and projects should be integrated, co-ordinated and monitored for impact, to maximise the benefit of this vulnerable group. The strategy departs from the usual and begins to take bold steps of transforming the poor. It proposes the following;

1. 25% of the poverty programme budget will be dedicated to youth empowerment.
2. channelling the youth into appropriate education and skills programmes that will prepare and equip them for life and to participate in growing the economy of the province and country- second economy;
3. Informed populous that can participate meaningfully in development processes
4. getting the economy right by ensuring that the micro-economic development policies works well for all;
5. And an integrated and seamless government that facilitates the deepening of development and democracy.

In so doing the strategy provides a basis for Ikapa Elihlumayo and Social Capital to flourish. The poverty reduction strategy is premised on the understanding that whilst it adds to creating an enabling environment for social capital to flourish, it also contributes to economic development. The acquisition of skills and competencies to facilitate participation in the mainstream economy will result in the development of the second economy. For example the social capital project aimed at linking identified youth with entrepreneurship capacity building will enable those youth who show the necessary acumen to become entrepreneurs and as a consequence will be linked to an appropriate business networks. In this manner the objectives of the MEDS will be served.

2.5 EMPLOYMENT

Unemployment rates are high in certain parts of the Province with it reaching its highest levels in rural areas. This contributes significantly to the crime problem. Along with the rest of South Africa, the Western Cape suffers a crisis of unemployment. The current unemployment rate has risen from 23% - 26% resulting in 26% of the Western Cape's economically active population being unemployed. It is important to note for the purposes of proper targeting of services that 80% of the unemployment constitutes the youth. This figure hides dramatic racial differences. For example, 41, 52% of economically active Africans are unemployed compared to 6.89% of Whites. 2.37% of

Coloured are also unemployed. These patterns are likely to remain in place since we also know that only three out of a hundred Africans who enter the labour force find a job compared to 92 out of a 100 whites. (Premier Rasool, State of the Province Address: 2004:6).

2.6 SOCIAL INDICATORS

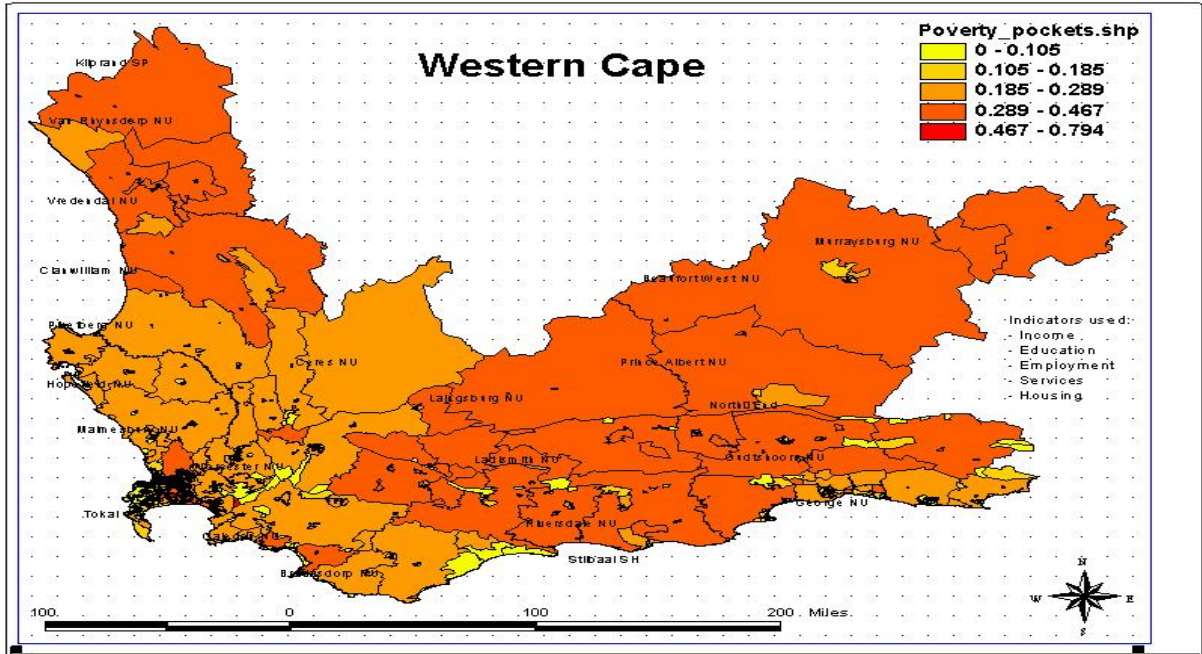
Although the Western Cape has some of the best indicators of **health** and socio-economic status in South Africa, there are nevertheless vast disparities between different communities. Whilst the wealthiest communities live in comfortable first world conditions and have good health indicators, the poorest live in conditions comparable with some of the worst found in developing countries and have very poor health indicators.

Health research indicates that whilst the immediate causes of disease are biological, such as HIV, hypertension and infectious diseases like pneumonia and diarrhoea, there is increasing evidence that underlying socio-economic and environmental determinants impact significantly on morbidity and mortality.

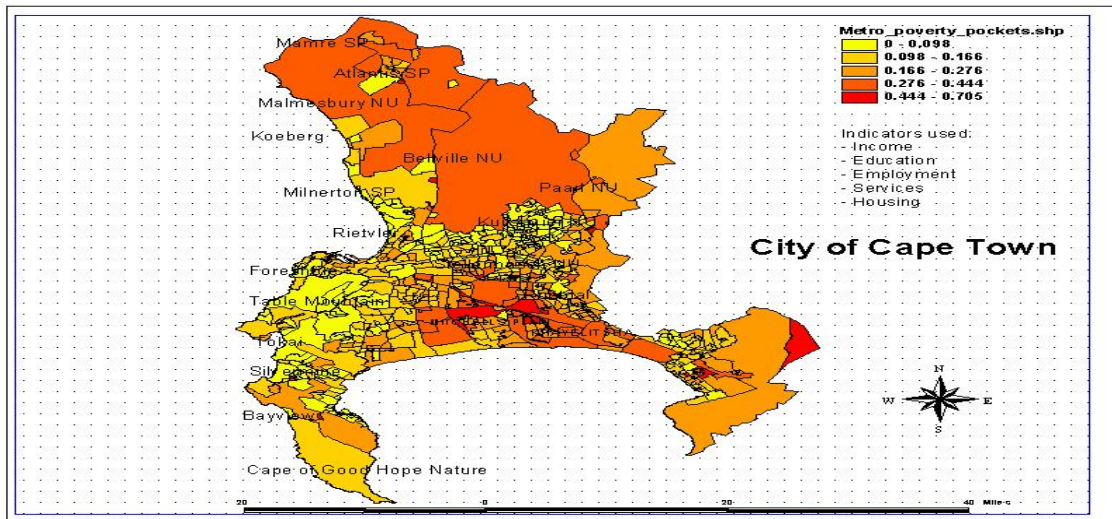
An examination of one health indicator, Infant Mortality Rate (IMR), illustrates that although the IMR for the Western Cape Province (31/1000 live births) is good compared to South Africa as a whole (56/1000 live births), there are considerable inequities between both the urban Cape Town Metro District area and the rural areas of the province, and between the different health sub-districts within Cape Town. For example, in the Cape Town Metro District, Khayelitsha sub-district has the highest IMR of 44/1000 live births, whilst South Peninsula has the lowest of 13/1000 live births (See Table 1). These figures clearly highlight inequities which are not apparent if one looks at the overall figures for Cape Town or the Western Cape Province (Cape Town Equity Gauge, 2003).

The provisioning of **housing** is another social indicator that should be taken into account. Realities are the housing backlog, estimated to be about 220,000 houses in Cape Town and increasing by 30-50,000 per annum (Cape Metropolitan Housing Task Team, 1999); poor infrastructure in the city in which a recent study found that the poor in Cape Town travel longer distances and incur higher transport costs than the more affluent (CMC, 1999); and a study by PLAAS and the School of Public Health in townships in Cape Town which found that 67% wage earners do not earn enough to push their household income above the poverty line (de Swardt, 2004).

GRAPH 2.1 POVERTY POCKETS IN THE WESTERN CAPE



GRAPH 2.2 POVERTY POCKETS IN THE METROPOLE



These maps confirm that the provincial government has to move forward speedily in establishing a developmental state that intervenes directly to ensure that the poor have access to opportunities, resources and information. This in essence requires that linking social capital needs to be fostered. Linking the poor with appropriate resources will allow for information diffusion to empower them with beneficial information.

In respect of **child abuse**, there are currently 4402 cases of child abuse. The reported incidence of child abuse incidents has increased by 62% since 2002. Of these cases, 51% fall into the category of sexual abuse and child trafficking. Crime statistics indicate a growing trend that criminals target children in particular when it comes to rape and attempted rape.

Currently, there are an estimated 780 **street children** (290 in CBD) in the Province while the number of children in children's homes amounts to 2 108.

Youth involvement in crime continues to be a challenge. On average there are 2 223 youth arrests per month. Government's response to the youth was hitherto uncoordinated and lacking. The plight of the youth is exacerbated by substance abuse, poverty, joblessness, unhealthy lifestyles, crime and a low sense of self-worth. Innovative programmes need to address this in a coordinated manner.

Youth has been identified both nationally and provincially as a sector needing targeted attention. In terms of this department is currently developing provincial comprehensive youth development programme. Currently the first phase being undertaken is an audit of existing youth development programmes/initiatives within districts.

Based on the outcome of the audit by end of March 2004, a comprehensive programmes will be able to highlight the needs and gaps per district that this department should address both in terms of funding as well as other areas of service provision. The budgetary implications of filling the gaps as well as the comprehensive youth programme is currently being assessed.

Alcohol and drugs remain the key generators of violent crimes on the Cape Flats. There appears to be a high level of substance abuse, dependency and trafficking with 12 000 youth estimated to be involved in substance abuse. This figure reflects only those youth who are and have been part of treatment programmes. It therefore is not indicative of the full scope of the problem.

Opportunities for young people are often wasted when they become involved in a life of drugs. In addition, a significant problem, most marked in some of the rural areas of the Western Cape is alcohol abuse. Recent studies reported that the winery areas of the Western Cape have the highest prevalence of Foetal Alcohol Syndrome (FAS) worldwide (40.5-46.4 per 1,000 children). A critical issue in relation to FAS is the "dop system" that was historically established by using alcohol as a medium of payment and social control over employees. This has aggravated widespread alcohol abuse with resultant enormous impact on the social as well as the physical well being of farming communities (London, 1999).

Given the socio-economic profile of young people involved in substance abuse they also find it difficult to obtain access to sophisticated treatment centers as a result of the high costs of this kind of treatment. Research suggests that in poorer areas residivism rates appear to be high as a result of

the absence of sufficient after care services. The possibility of supporting networks within a social capital context is clear.

Criminal gangs are also another generator of crime. An estimated 47 gangs are operating in Mitchell's Plain, Khayelitsha, Gugulethu, Nyanga. A recent development is that gangs have started their own social institutions such as churches and non governmental organisations that address their needs. It is a disturbing, but natural development if one considers the growth and social organisation of crime on the Cape Flats. Gangs have also started to diversify and grow into the rural communities in the Western Cape. Social and urban decay continue to facilitate the conditions under which the spirit of crime prospers in communities where little or inadequate service delivery takes place. Again, it is the youth that bears the brunt of this social phenomenon by being coaxed into a culture that provides psychological, social, and economic benefits while stifling any chance of integrating into a normative society where values, beliefs and rights are honoured for the common good of society.

Education statistics suggest an early school leaving rate of 48% for learners between grades 10-12.

In respect of **Early Childhood Development** there are 561 416 children under age of 5 in the province and only 22% currently accommodated in early childhood development facilities. These centers of which there are approximately 600 are often characterized by very poor infrastructure, with managers and teachers not always sufficiently capacitated to contribute to the optimum development of the young child during its formative years. This can compromise a child's ability in later years during its school career to benefit optimally from the educational system.

Truancy remains another generator of crime in the Western Cape and it impacts negatively on a child's ability to be adequately prepared for adulthood.

7,8 % or 353, 128 of the Western Cape's population are **older persons**. Nationally only 2 percent of older persons reside in government subsidized old age homes. The institutional population is however largely still white.

Current policy suggests that older persons should be enabled to enjoy active, healthy, independent lives as part of their families and communities for as long as possible, but that government should share the responsibility for their wellbeing, particularly for frail, destitute, poor and very old persons. This signifies a definite shift away from institutional care for older persons to a more community-based approach.

The establishment of community-based day care for older persons in support of the transformed policy direction has lagged behind and will have to be accelerated if we are to meet the needs of this province's growing aged population. This should be one of the areas of focus for the department.

The total number of residents that can be accommodated in the 135 Homes for the Aged in the Province stands at 10 440. The occupancy rate in October 2004 was 90% (9 483 persons). Of these, 6 802 (71%) falls within the category frail aged/disabled, which indicates that the Department has succeeded in changing the profile of these residents to fit the policy intentions. A second deduction that can be made is that 56,78% of these residents has an income of less than R740 per month, some success, therefore, in Government's intent to accommodate the poorest in these facilities. A total of 30% aged in Homes for the Aged are not receiving any state financial assistance, most probably a legacy of previous generations' culture or an indication of middle class citizens requiring frail care assistance. These assumptions will also have to be tested during the referred to assessment.

Of importance is that these care facilities are often dependent on the income of the more affluent resident, as their contributions augment the gap in operational shortfalls.

Although **violence against women** is problematic throughout different sectors of society, the most affected areas include working class and poor African communities as women in these areas have less access to financial resources and limited means to secure legal rights. Social capital formation provides opportunities for family strengthening programmes and facilitates community cohesion especially as families are at the core of societies.

Services to the disabled is an area that can be developed to encompass a more development approach. Current services are lacking in sustainability and opportunities need to be developed for skills acquisition especially when the disability is not of a permanent nature. Women and disabled people have limited access to subsidies due to their social standing and lack of knowledge. Consumer education material targeted at women and disabled is essential. Policies need to be addressed for example incorporating more flexibility in the subsidy eligibility criteria to allow for a variety of household types. Services can be enhanced through entering into partnerships with different spheres of government for example the Department of Transport, Agriculture and Labour to address problems with accessing services and resources and promoting economic opportunity as well as social inclusion. Poverty can be addressed by linking disabled persons with the Expanded Public Works Programme in an effort to mainstream persons with temporary disabilities.

Temporary disability grants also poses unique challenges in respect of persons infected by HIV/Aids. The person only qualifies for a grant when he/she reaches stage 4 of the disease. Should a person's cd-count then improves as a result of medication that person does not qualify for the disability grant anymore. Accepting that socio-economic conditions play a cardinal role the removal of the temporary disability grant will further jeopardise a person's ability to manage the disease.

The current prevalence rate of **HIV/Aids** is estimated at 12.4% with the age group 25-29 years being most affected). The current projections that we have on aids orphans (both those infected and affected) is based on Census 1996 and Ante-Natal survey data from 2001 and before. Current trends in infection and transmission rates need to be factored into projections. The Provincial Population Unit is currently updating the projections with data from Census 2001 and newer Ante Natal data. At present, we are not seeing large numbers of aids orphans because the extended families are able to absorb many of them. However, the number of orphans is growing, and the ability of the extended family to absorb the orphans is being eroded by HIV/AIDS. Despite the consistent provision of health education, increasing condom distribution and utilisation, expansion of HIV services and the almost universal awareness of HIV/AIDS and its routes of transmission the latest antenatal surveillance data shows that the epidemic continues to spread in the Province. Furthermore, the extremely rapid growth in HIV seroprevalence from 0.7% in pregnant women in 1990 to 27.9% in 2003 (Department of Health, 2003) and the large variations in HIV prevalence between different health sub-districts in the Western Cape province - ranging from 1% to 27% (Western Cape Department of Health, 2004) - clearly suggests that it is more than individual choices and knowledge that is driving this epidemic

It is widely recognised that there are numerous factors and forces that contribute towards making people vulnerable – both in terms of exposure to HIV infection and in terms of defining the experience of living with HIV/AIDS – and that these factors are not so much to do with *individual choices*, but determined by the social and economic context of people's daily lives. This context has been shaped by sharp and rising social inequalities in income and employment status, the mass resettlements of populations and labour migrations which have given rise to high levels of mobility, and the high levels of sexual violence – all partly the legacy of our colonial and apartheid past (Fassin & Schneider 2003).

2.7 SOCIAL SERVICE DELIVERY

Departmental research has indicated that social service infrastructure and resources have not yet succeeded to make a real impact on targeted geographical areas. Besides the geographical spread of services, the skewed distribution of different types of social service interventions also contributes to a failure to impact on the most marginalized communities.

This holds true for both the department's own resource distribution as well as that of the ngo sector. The department funds approximately 1 200 welfare agencies to the amount of R250m per annum. The department's Directorate Monitoring and Evaluation is currently undertaking a baseline assessment of the value for money obtained from this investment. The results of their work have clearly indicated the need for a redirection of services and funding throughout the province.

An examination of the distribution of social workers, first in the country, and then in the Western Cape Province reveals the following.

Distribution of social workers between provinces

TABLE 1: PROPORTION OF SOCIAL WORKERS PER TOTAL PROVINCIAL POPULATION

Source of Population data: Statistics South Africa: Census 2001

Source of social work data: Council for Social Work

PROVINCE	% OF TOTAL POPULATION	POPULATION	REGISTERED SOCIAL WORKERS	NUMBER PER SOCIAL WORKER
Eastern Cape	14.03	6 436 763	1 152	5577
Free State	6.04	2 706 775	500	5413
Gauteng	19.72	8 837 178	2 998	2947
Kwazulu- Natal	21.03	9 426 017	1 625	5800
Limpopo	11.77	5 273 642	634	8318
Mpumalanga	6.97	3 122 990	364	8579
Northern Cape	1.83	822 727	316	2603
North-West	8.19	3 669 349	503	7294
Western Cape	10.09	4 524 335	2 139	2115
TOTAL		44 819 778	10 231	

The table clearly indicates that in terms of the provisioning of social workers per province the Western Cape has the highest score; a ratio of 2 115 of the population to 1 social worker. This should be seen in line with the relative “richness” of the province against other provinces in the country. A further trend that emerges is that the social worker provisioning in poorer provinces are significantly lower than that of the Western Cape. Limpopo Province indicates a ratio of one social worker for every 8 318 of the population. Mpumalanga records a ratio of one social worker for every 8 579 of the population while the ratio in the North West Province is 1:7 294. The Western Cape is clearly well resourced in terms of its human resources in respect of social welfare infrastructure.

Social Workers in the Western Cape Province

A similar analysis of the Western Cape Province provides the following facts.

TABLE 5: PROPORTION OF REGISTERED SOCIAL WORKERS PER DISTRICT IN THE WESTERN CAPE PROVINCE

Population data sourced from Statistics South Africa: Census 2001

The total number of social workers includes community-based service providers, funded posts, department posts, unfunded posts and excludes social workers at facilities and within private practice.

DISTRICT	POPULATION	TOTAL NUMBER OF SOCIAL WORKERS	POPULATION NUMBER PER SOCIAL WORKER
Athlone	277975	54	5147
Atlantis	261537	35	7472
Beaufort West	60478	17	3 558
Bellville	689104	86	8012
Caledon	203534	38	5 356
Cape Town	201187	177	1136
Eersteriver	363261	43	8447
George	331669	66	5 025
Gugulethu	170539	29	5080
Khayelitsha	329009	19	17 316
Mitchell's Plain	398638	28	14237
Oudtshoorn	123262	25	4 930
Paarl	312119	53	5 889
Vredendal	93791	20	4689
Worcester	317373	54	5 877
Wynberg	391047	69	5667
TOTAL	4 524523	813	5 565

An analysis of the above data must acknowledge that although some metropolitan areas have “mother body” NGO’s that is geographically located in a specific area, their services might span into other geographical areas. Deeper analysis is required to obtain the exact spread of resources per district. However, for the purposes of this study this data is accepted as being a true reflection of the general state of affairs as far as the provincial spread of social worker resources are concerned. Bearing that in mind, the above table suggests that a similar picture as that of the distribution of social resources on a national level emerges. It will appear that most of the resources are located in geographical areas that have traditionally received most of the resources. Traditionally marginalised areas such as Khayelitsha, Mitchell’s Plain and Beaufort West (Presidential nodal areas) are still heavily under-resourced in terms of social worker provisioning in those areas as suggested by the social worker: population ratio.

Sophisticated analysis conducted by the departmental Directorate of Research and Population through Geographical Information Systems indicated that, for instance, the entire Central Karoo District can be regarded as a high priority area in terms of the provincial Human Development Index. However, deeper analysis of the area indicates that most of the resources are located within the Beaufort West local authority area. Far-flung areas such as Murraysburg and Laingsburg have very little social service infrastructure. This clearly indicates the need for a more equitable spread of services in that area.

The work conducted by the departmental Directorate Monitoring and Evaluation confirmed this trend in respect of the geographical spread of social service delivery. For example, Worcester appears to be well-endowed with social service infrastructure. However, when one analyses the geographic location of the service, it becomes evident that most of the social service infrastructure are located in the Worcester town, while areas like Ceres, by all accounts a marginalized community, has a limited presence of social service infrastructure. Social services are delivered mainly on an *ad hoc* basis in these far-flung and impoverished areas.

In terms of the service provisioning for Khayelitsha it is generally accepted that there is an undercount of the population in the area. Some research suggests that the actual population for this area could be in excess of 800 000 people. If one then applies the same ratio the results are even more startling. It then means that there is one social worker for every 42 105 of the population. Currently, approximately 1, 17% of the total transfer funding budget for the 2004/05 financial year has been earmarked for Khayelitsha. The above underscores the urgent need for redress and a more equitable spread of resources to areas of greatest need.

Further scientific evidence of the need for equity in the spread of social welfare resources can be found by examining Imizama Yethu. This informal settlement has a population of 8 063. Currently three service providers (one from the departmental district office in Wynberg, two from the NGO sector) have dedicated one social worker each on a *part-time* basis to this community. In terms of the provincial Human Development Index the area appears under the 100 most marginalized communities in the Western Cape Province. It clearly stands out as an area of great need while social service provisioning appears to be grossly inadequate.

Again, the trend of *ad hoc* service delivery in areas of greatest need emerges. This trend is further substantiated by comments raised during recent *imbizo* processes that suggest sporadic social service presence in marginalised communities. As one speaker in Grabouw commented: “The social worker from (funded organisation) visits here only once a month and then only for a couple of hours in the morning” – a clear indication that services are not reaching where it is most needed.

It is further anticipated that policy developments on a national level will facilitate the department's efforts at redress. The national Minister of Social Development is currently considering new policies on the country-wide delivery of social services as well as the transfer of funding to social service delivery agencies. The latter policy will ensure that government becomes a buyer of social services rather than merely a funder of services. As such it will give the department the leverage to redirect services and therefore funding to areas of greatest need and highest priority.

2.8 RESEARCH

There is a need for a scientific base of the stock of social capital in the Province of the Western Cape in order to guide the types of interventions required to facilitate the formation of further social capital.

The Directorate Research and Population has networked extensively with research institutions in the province in order to explore the scope and nature of current and planned social capital research projects. Meetings have taken place with the Universities of Western Cape, Cape Two and Stellenbosch, the HSRC and independent researchers. This has resulted in a clearer understanding of social capital research activities in the province, improved collaboration and sharing of information and assisted with the identification of areas that require further research. Most importantly, it enables the Department to plan social capital research projects that do not overlap with work already done or planned.

The networking process resulted in the establishment of a partnership with the Department of Economics at the University of the Western Cape and the planning of a joint workshop on Social Capital on 17 February 2005. The objective of the workshop is to improve the province's understanding and knowledge of social capital as a step towards operationalisation of the concept. Conceptual issues and the role of the state will be explored in the workshop.

The Department has invited experts in the field of Social Capital from Canada to address delegates at the workshop. This will form part of a series of workshops on Social Capital that will take place between the Canadian team and Heads of Department, local government, ngo's and fbo's from 14 February 2005 to 18 February 2005.

The Directorate Research and Population Development is planning the following social capital research projects for the 2005/06 year. These include the following:

- Measurement of social capital in six areas of the Western Cape
- Research on youth issues
- Family research
- Research on trends in the field of foster care

An extensive search for information regarding social capital research in South Africa and specifically the Western Cape indicated that social capital is a new area of research in the country. In the Western Cape, limited social capital research has been undertaken. Details of current research projects are provided below.

University of Cape Town - Centre for Social Science Research

The Cape Area Study (CAS)

CAS refers to a survey of social and political attitudes and behaviour that was undertaken in 2003. Specific dimensions of social capital were explored in this survey. The study focused specifically on developing a methodology for measuring social capital that is appropriate for the local context and questioned whether research methodology used in northern societies would generate reliable data without adaptation. Dimensions of social capital that were explored in the study include trust, associational life and social networks. A total of 588 interviews were completed in the Metro. The study had three separate samples to ensure representivity of African, coloured and white communities in the study.

The following areas were included in CAS: Bellville, Durbanville, Goodwood, Cape Town-City Bowl, Tableview, Lakeside, Fish Hoek, Mowbray, Newlands, Bishopscourt, Plumstead, Bergvliet, Kuilsriver, Khayelitsha, Steenberg, Hanover Park, Atlantis, Hout Bay, Manenberg, Goodwood, Langa, Brackenfell, Mitchell's Plain, Nyanga, Crossroads, Mfuleni, Summer Greens, Elsiesriver, Macassar, Belhar and Rylands.

University of Stellenbosch - Unit for Religious Demographic Research

The URDR obtained funding from the National Research Foundation to explore the mobilization of faith based organizations in social capital formation in the Western Cape.

The project concentrates on theory building and seeks to develop theoretical perspectives in the subject areas of social capital and social development. The objective of the project is to explore the role of FBO's in social capital formation in the Western Cape and to identify ways in which FBO's can be mobilized to fulfill their full potential in the sphere of social capital formation and social development. The areas of Paarl, George and Khayelitsha have been identified for the project.

In general, the project is still at a conceptualization stage. A number of smaller projects will be designed with research partners such as the Social Work Department at the University of Stellenbosch and Huguenot College.

University of the Western Cape School of Economics

Researchers at the School of Economics have obtained funding from the Belgian government to conduct research on social capital in the Drakenstein area. The research will primarily have an economic focus. The project is still at a conceptualization stage. The first significant activity resulting from the project is a workshop on social capital that will be held on the 17 February 2005 in collaboration with the Department of Social Services and Poverty Alleviation.

2.9 CONCLUSION

The analysis suggests a province rather well-endowed with resources, but with great disparities between the various sectors of its society. Clearly, the province did not succeed in impacting sufficiently on the lives of those people who have not yet been able to escape constraining socio-economic conditions. An interventionist approach is required for the provincial government to facilitate upscaling of those citizens who have not benefited from social and economic development. It is imperative that the poor and vulnerable should benefit from an expanded safety net that will make them feel safe, secure, and healthy with a sense of hope and opportunity. It is only once these imperatives become a reality that the marginalized will have a sense that the Western Cape Province is truly a "A Home for All".

The analysis further confirmed that placing an emphasis on the youth as a particular focus of the social capital formation strategy is crucial in addressing their plight. Social service programmes should be geared towards strengthening and establishing networks that will benefit the youth. These networks need to support and assist the youth in dealing with the consequences of limited access to employment, the various manifestations of poverty, and social phenomena that limits their chances of obtaining a relevant education and to prepare them adequately for the world of work and adulthood.

The analysis clearly suggests decay in the morals of society. Hence, the requirement of emphasizing building and strengthening family life in its varied manifestations as the very core of society becomes paramount. The statistics indicate the increased vulnerability of children and families as a result of prevailing socio-economic conditions. This department therefore has a responsibility to increase its efforts at deepening the safety net for this target group.

The need for existing resources to be redirected to areas of greatest need and highest priority becomes evident when one considers the skewed distribution of social service resources. This does not only hold true for the department itself, but also for the non-governmental organizations that it funds.

The need for a proper scientific base through focused research was also highlighted in the situational analysis.

The application of social capital as a tool for public sector intervention to address the social dimensions of prevailing gross inequalities, exacerbated by the negative effects of globalization and erosion of traditional values will be explored in the next section.

3. SOCIAL CAPITAL (HRD) AND ITS RELATIONSHIP TO THE DEPARTMENT OF SOCIAL SERVICES AND POVERTY ALLEVIATION

Although there are as many definitions of social capital as there are authors, this department sees social capital as meaning the following:

“Social capital refers to the strengthening and establishment of networks, relationships, norms and values that contribute to the building of social cohesion, racial integration and the strengthening of a social safety net during times of crisis (economic, natural, and other). It is not an end in itself, but a means to an end.”

Social capital formation refers to trust that exist between communities and between spheres of government and communities. The growth and development summit emphasized the importance of a strong partnership between government, labour, business, and civil society as a means to direct resources in a coordinated and integrated manner. Partnerships therefore become of paramount importance.

The network element refers to networks that benefit communities. Participation in networks must lead to a certain benefit for the member of the network. There is therefore an element of reciprocity embedded in this understanding of social capital.

These networks should create an enabling environment for the youth to be linked to vertical networks (linking social capital) that will provide them with access to opportunities, information and resources. Similarly, facilitating beneficial networks between communities could foster a resurgence of traditional values such as ubuntu, the dictum “Your child is my child” and neighbourly love. These values are deemed paramount in fostering bonding and bridging capital. Ensuring the involvement of more affluent sectors of society could facilitate the fostering of linking social capital as in the departmental adopt-a-crèche project.

The provision of such networks through government facilitation will increase trust between the citizenry and government. If intended programmes succeed in bringing together persons from different communities such as anticipated in the departmental Brawam-Siswam peer support project it could also foster a breaking down of social divisions between communities. Focusing such efforts on the youth will serve the Presidential vision of fostering social cohesion in the country.

The department currently actively supports a number of networks in the social service sector. Besides transfer funding to ngo’s it also manages community-based structures (local and district advisory committees) that support district offices in bringing the lived needs of communities to the attention of district offices.

The challenge is to reassess government interventions for its relevance to social capital formation. Current interventions should be able to answer the question as to whether existing networks facilitate bonding, bridging and linking capital. Does it foster social cohesion? What other networks could be facilitated through a developmental approach within and between communities and between government and communities. Baseline data on existing networks and a gap analysis in terms of networks need to be properly researched.

It will thus also require from the department to reassess current service delivery in the province to ensure that it is redirected towards giving real effect to social capital formation. This requires resources to be shifted appropriately. It also requires of the department to link communities to social welfare infrastructure through the provisioning of sector-specific resources (child care, care of older persons, services to victims of violence, etc) and redirecting such resources in order to serve the requirement of redress and redistribution of resources.

It will also require from the department to amplify its social facilitation role. The social service delivery network is a strong network and as such is well positioned to play a facilitative role. It is however exactly this network that needs to change in order to redirect its resources to areas of greatest need and highest priority. Preliminary work by the Directorate Monitoring and Evaluation indicated that social service organizations have not succeeded in redirecting resources to deep rural areas, informal settlements and other poor areas such as Khayelitsha. In many of these areas, this department remains the sole provider of social services with only an *ad hoc* presence of funded organizations.

Social workers and development workers are seen as the core human resources that need to be appropriately redeployed to serve this redistribution process.

The work of social development workers as social facilitators is also of importance here. These workers through their work will be able to stimulate developmental initiatives in communities. The department will be employing 64 development workers. These development workers will be located in district offices and render services in areas identified as being in greater need of services. Twenty of these workers will be appointed as youth development workers to focus solely on youth as a critical vulnerable group as evidenced in part two of this document. These workers are the facilitators in terms of poverty strategies, programmes and connections between other departments and other spheres of government and resources. Development workers need to bring information on the various dimensions of the lived experience of communities, especially as it relates to poverty to the district office in order for it to be taken into consideration in the planning of all services both social welfare and poverty.

The interface between the development worker and the social worker is that the development worker should be at the coalface identifying concerns of

communities and bring this to the attention of the district office in terms of macro concerns and to social workers in terms of families and individuals in crisis. Essentially, they need to, in collaboration with community development workers, broker access to networks where information and resources are located – linking capital in motion. Civic education provides another ambit of work for development workers. Civic education's importance lies in preparing communities adequately and appropriately for government interventions.

Social capital formation also refers to the facilitation of social development through a strengths-based approach. Dynamics within communities differ from community to community and hence social development requires a different approach in different communities. In line with current developmental approaches the aim is to first identify the existing strengths in communities (development worker role) and then secondly, to build and mould those to facilitate development. This aspect highlights the need for a proper analysis of existing networks in communities.

Nation-building is seen as a definite outcome of social capital formation. Networks could be used as the tool to foster national pride and good citizenship.

In terms of, for instance, early childhood development, the department has a responsibility to ensure that this network of services has a wider and deeper impact than what is currently the case. Capacity-building therefore becomes of paramount importance. Children are the leaders of the future. If their formative years can lay a solid foundation, it is postulated that they will be appropriately equipped to succeed with schooling and hence be better equipped to contribute meaningfully to society through the world of work and parenting.

The department by its very nature also has a role to play as social activists. The department should play a stronger role as advocate of poor people and their rights and responsibilities. This means that even where an issue affecting the poor falls outside its statutory mandate it has the responsibility to advocate the needs of the poor to the appropriate authorities. For example, if disaster mitigation work has indicated that the physical location of communities and the physical structuring of informal settlements make them prone to be victims of disaster, the department has the responsibility to bring this to the attention of the appropriate local governments and Department of Housing.

The roles of government as identified above is in line with that of a developmental state that emphasizes the need for an interventionist approach, a holistic response that intervenes in a coordinated and integrated fashion into the lives of citizens and that puts its citizens at the core of development through constant and deliberate engagement.

A developmental approach is therefore seen as a prerequisite tool for social capital formation. This will require the establishment of support groups to

support parenting groups, substance abuse prevention and after-care, saving schemes and cooperatives.

Building human capital both internally as well as externally is seen as essential for social capital to flourish. This commitment is reflected in the 100% increase budgeted for in respect of capacitating service providers and the objectives contained within this department's skills development plan for departmental staff.

Volunteers are used to a limited degree within the department. They are largely involved in administrative work within districts and provide assistance in times of disasters. Management in the department will however be expected to volunteer of their time to render voluntary assistance to external organisations in keeping with social capital formation. This will give further substance to the Letsema notion where sharing of expertise and resources increase access to beneficial networks.

The utilization of internships and learnerships provide opportunities for youth to acquire skills in the various aspects of public service. They are linked to a particular directorate or programme and are exposed to training and development initiatives of a particular component. It is envisaged that 870 internships will be provided in 2005/2006. Social service providers will absorb 500 of these internships as part of their contribution to social capital formation with an emphasis on preparing youth for entrance into the open labour market.

The department will as part of its contribution to the Expanded Public Works Programme fund 200 learnerships in the early childhood development sector to build the capacity of child carers to that of teachers. This will ensure readiness of children for Grade R. It will also necessitate close collaboration with the Department of Education to provide guidance on what the outcome should be to be achieved in early childhood development centres.

In addition, a further contribution evolves around increasing the number of home/community-based carers from the current 119 by 10% per annum. These carers will provide care to those infected and affected by HIV/Aids.

This section identified the relevance of social capital formation as a government tool to foster social development and the national government's social agenda of fostering social cohesion as well as the provincial challenges of breaking down social and racial divisions between communities. The importance of a developmental state in fostering social development was emphasized. Suggestions as to the roles and responsibilities as well as possible interventions by this department were also highlighted.

4. GAP ANALYSIS: BETWEEN CURRENT DELIVERY PATTERNS AND DESIRED SOCIO-ECONOMIC AND SOCIAL CAPITAL OUTCOMES

The situational analysis highlighted the current social service delivery in the province. Section three discussed the relevance of social capital formation for the provincial Department of Social Services and Poverty Alleviation. It also started to make recommendations on adjustments that need to be made to the type and spread of social service delivery in the province in order for it to be delivered within a social capital approach.

This section will continue to explore the relevance of social capital formation in social service delivery in the Western Cape Province by highlighting current service delivery and identifying its desired outcomes. This gap analysis will serve to put forward the relevant changes that need to be effected in order for social service delivery to become relevant within a social capital formation framework.

It will be presented in a tabular format where the first column will refer to the type of social service intervention, followed by its current status and concluding in the third column by identifying the changes required to have a more developmental focus in line with the social capital formation framework.

SERVICE DELIVERY INTERVENTION	CURRENTSITUATION	DESIRED OUTCOMES
SERVICES TO THE DISABLED	Programmes not always sustainable. Family strengthening not always a focused approach. Large scale reliance on social security.	Programmes for people with disabilities directed towards increasing accessibility to services and resources in order to foster social integration and inclusion.
SERVICES TO THE AGED	Fragmented, poor access resulting in racially biased services. Not developmental. Lack of transport, lack of community access and participation. High costs of maintaining old age homes is of concern as it is seldom linked to sustainable programmes that communities at large can benefit from. Integration is often restricted due to distance from the centre to the marginalized communities that impact on contact with the nuclear family.	To ensure that services to the aged are spread equitably, are community-based, enhance the quality of life of all older persons and contribute to social inclusion.
EARLY CHILDHOOD DEVELOPMENT (ECD)	The department currently funds 50 000 children 600 early childhood development facilities. From statistical analysis, it appears that only 22% of this target group has access to resources. High unemployment with the economic sector and the resultant economic burden on especially unemployed mothers. Limited opportunities exist for community participation and	To ensure that quality early childhood development services are accessible in high priority areas and that it has a developmental approach that facilitates access to increased community-based networks with a positive impact on school readiness.

	skills sharing. Quality of services delivered not always of acceptable standard.	
YOUTH DEVELOPMENT	Government response to the plight of youth lacking. Few support programmes in targeted communities. Programmatic response inadequate to deal with scourge of social ills confronting the youth.	To provide programmes to youth between the ages 16 – 35 years that are enabling and empowering and that contribute to nation building.
ACCESSIBILITY	Services are not always accessible to our target groups.	Providing poor and marginalized with access to resources and information through community networks in areas of greatest need and highest priority. This will foster trust in government
POVERTY REDUCTION	Efforts not sufficiently integrated. Responses not always sustainable. Limited monitoring of impact	Providing poor and marginalized with access to resources, opportunities and information through community networks.
HIV/AIDS	Unsupported statistics. Services fragmented and duplication evident. Impact of HIV/Aids on children infected and affected by HIV/Aids not clear. Limited programmes to support care givers, orphaned children, child-headed households and those infected and affected.	People infected and affected by HIV/Aids have access to a range of services, resources, and information through increasing the number of community-based networks.
RESEARCH	Research agenda for social capital formation is limited.	An audit needs to be conducted on the present levels and quality of existing social capital networks in the targeted geographical areas.
REDISTRIBUTION OF RESOURCES	Integrated response lacking. Services appear <i>ad hoc</i> and fragmented. Best practice models fairly lacking. Projects not always sustainable. There is a need for service providers to transform to ensure that they are redirecting resources to areas of greatest need and highest priority. In addition we need to ensure that they are developmentally oriented and representative of the communities that they serve. The introduction and application of the financial awards policy will largely assist the department in this regard. Close collaboration with other departments and stakeholders is needed to ensure that services are rendered in areas of greatest need and that limited resources are shared.	Equitable spread of social service delivery based on community needs and scientific indicators.
FAMILIES AND CHILDREN	Fragmented services. Not well coordinated. Re-integration with family not always successful. Programmes do not adequately support vulnerable families.	To provide services to the vulnerable and those with special needs in areas of highest priority and greatest needs to ensure that children and families benefit from an equitable spread of services.
SUBSTANCE ABUSE	Not sufficient in-patient accommodation at rehabilitation centres for youth from needy communities. After care	A range of prevention and treatment programmes in respect of substance abuse is accessible to the youth and the community at

	programmes lacking. More supportive networks required.	large.
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From the above table it is clear that the department has identified the following critical areas of intervention to ensure social capital formation in social service delivery in the province:

- Services to the disabled
- Services to older persons
- Integrated provincial poverty reduction strategy
- Early childhood development
- Youth development
- Increased accessibility of government services, information and resources
- Integrated response to HIV/Aids
- Research agenda
- Services to children and families
- Substance abuse services

Although forming part of a larger national-scale attempt to transform service delivery, these 10 priority areas have been identified as short to medium term deliveries as part of the departmental transformation agenda. It is understood that significant reorientation and redistribution of human and financial resources underpin this transformation initiative. These require further analysis and change plans.

5. LINKAGES WITH OTHER ROLE PLAYERS AND THEIR IMPACT

INTERVENTION	LINKAGES	IMPACT/OUTCOMES
POVERTY REDUCTION STRATEGY	Local government, Economic Affairs and Tourism, Agriculture, Transport and Public Works, Health, Land Affairs, Housing	Providing poor and marginalized with access to resources, opportunities and information through community networks. Poverty reduction requires an integrated response from all departments, understanding clearly who the marginalized groups are and ensuring internal restructuring to address their needs. Conclusion of Memoranda of Understanding with Cape/Winelands District Municipality, Matzikama District Municipality, Central Karoo District Municipality and the City of Cape Town.
EARLY CHILDHOOD DEVELOPMENT	Education, Local Government, Health, Transport and Public Works, SETA's	<ul style="list-style-type: none"> • Skills training for unemployed mothers • Increasing number of children accommodated in facilities from 50 000 to 75 000 • Children are Grade R ready • 200 trained teachers as part of EPWP • Provide internships at 100 of the 600 early childhood development facilities • Upgrading of physical infrastructure at 120 early childhood development facilities • Corporate sector support of early childhood development facilities (adopt-a-crèche initiatives – linking social capital) • Community involvement as volunteers in early childhood development facility administration
YOUTH DEVELOPMENT	Youth Commission, Education, Cultural Affairs and Sport, Community Safety, Local Government, Health, Education, service providers, SAPS, Correctional Services, Justice	<ul style="list-style-type: none"> • Youth involved in intergenerational activities • Youth have a developed sense of civic responsibility, patriotism, and a culture of care • Peer support programmes (Brawam-Siswam) • Youth leadership development • Youth adopt ethical values – nation building
OLDER PERSONS	Service providers, local government, Community Safety, Health, Transport and Public Works	<ul style="list-style-type: none"> • Increase day care for 174 older persons from traditionally marginalized communities by 10% per annum. In addition, provide social transport in order to bridge racial divisions within old age homes. • Ensuring intergenerational programmes at old age homes provide for sharing of knowledge and experience

		<p>(role modeling) between the youth and older persons. Also to inculcate traditional values and instilling a sense of civic responsibility in the youth</p> <ul style="list-style-type: none"> • Better utilization of physical infrastructure (old age homes) for community outreach programmes
HIV/AIDS	Service providers, Local Government, Health, Education	<ul style="list-style-type: none"> • Programmes on positive living and sexuality. • Increase in home and community based care projects. • A service delivery model for orphaned and vulnerable children.
CHILDREN AND FAMILIES	NGO', CBO'S FBO'S Education, DCS, Cultural Affairs and Sport, SAPS, Correctional Services, Justice, Education, Cultural Affairs and Sport, Community Safety, Housing, Environmental Affairs and Planning	<ul style="list-style-type: none"> • Families benefit from an equitable spread of services.
SUBSTANCE ABUSE	Service providers, Local Government, Health, Education, Community Safety, Economic Affairs and Tourism	<ul style="list-style-type: none"> • Communities have access to treatment and prevention programme • Youth from marginalized communities have access to treatment • School going youth have access to prevention programmes

The Provincial Government of the Western Cape has started to align itself with National Government's cluster model. The aim is to foster integration between government departments.

In the Western Cape the Department of Social Services and Poverty Alleviation is clustered to work together with the Department of Education, Health, Cultural Affairs and Sport, Community Safety, Public Works and Transport, and Department of Housing in the social cluster. The mandate of the social cluster is to give effect to iKapa Elihlumayo, a growth and development strategy of the Western Cape in an integrated manner. The cluster has the responsibility to give effect to social capital formation as one of the eight pillars of iKapa Elihlumayo.

The Department of Social services and Poverty Alleviation will ensure the provision of a comprehensive network of social development services through social capital formation that enable the poor, the vulnerable and those with special needs. The Department of Housing will promote and facilitate the provision of adequate housing development. The Department of Health will strive to improve the health of all people in the Western Cape and beyond by ensuring the provision of a balanced health care system in partnership with all stakeholders within the context of optimal socio-economic development. The promotion and transformation of sport and culture for the benefit of the well-being and unification of the people will be the responsibility of

the Department of Cultural affairs and Sport. Department of Education will ensure that school leavers obtain a basic education that are aligned with the human resource needs of the country and the Western Cape Province in particular. Community Safety who has an oversight role, will also ensure community participation in addressing crime in the province while also playing a preventative and developmental role. The role of the Department of Transport and Public Works is essential to ensure the successful implementation of the provincial Expanded Public Works Programme. The Department of Social Services and Poverty Alleviation will assume the role of the lead department who will coordinate the work.

6. LINES OF RESPONSE: A NEW SERVICE DELIVERY MODEL

6.1 INTRODUCTION

The information contained in this section serves to illustrate how the department intends to facilitate social capital formation. The interventions, in order to be successful, would need to be integrated with other government departments and stakeholders.

This section will proceed to indicate in more detail how the department will give effect to the interventions mentioned in the section four and five of the document. It will list the different activities with target dates for some of the activities, the timelines with specific budgetary provision and the expected outcome to be achieved by the activities. The section will conclude with a comprehensive overview of the changes in resource allocations that need to be effected.

6.2 SERVICES TO THE DISABLED

6.2.1 ACTIVITIES

- Design a model for protective workshops to become economically viable.
- Make provision for 100 learnerships at departmental district offices and facilities.
- Increase programmes for persons with disabilities in rural areas by 10% per annum.

6.2.2 TIMELINES

2006/2007

6.2.3 COST

- Disability learnerships: R270 000
- Transfer funding to protective workshops: R???
- Transfer funding for disability programmes: R???

6.2.4 PROPOSED OUTCOMES

Programmes directed towards increasing accessibility to services and resources in order to foster social integration and inclusion.

6.3 SERVICES TO THE AGED

6.3.1 ACTIVITIES

- Increase day care for 174 older persons from traditionally marginalized communities by 10% per annum.

- Provide social transport for older persons from marginalized communities to access services in established old age homes in order to bridge racial divisions within old age homes.
- Ensuring intergenerational programmes at old age homes that provide for sharing of knowledge and experience (role modeling) between the youth and older persons. Also to inculcate traditional values and instilling a sense of civic responsibility in the youth.
- Utilization of physical infrastructure (old age homes) for community outreach programmes.

6.3.2 TIMELINES

2005/2008

6.3.3 COST

- | | |
|----------------------------------|---------------|
| • Inter-generational programmes: | R500 000 |
| • Community based care: | R 3.7 million |

6.3.4 PROPOSED OUTCOMES

To ensure that services to the aged are spread equitably, are community-based, enhance the quality of life of all older persons and contribute to social inclusion.

6.4 EARLY CHILDHOOD DEVELOPMENT (ECD)

6.4.1 ACTIVITIES

- Accommodate poor unemployed mothers and their babies in developmental programmes rendered from early childhood development facilities.
- Increasing number of children accommodated in facilities from 50 000 to 75 000.
- Early childhood development facilities ensure that children are Grade R ready.
- Train 200 carers at early childhood development facilities to become qualified teachers as part of EPWP.
- Provide internships for the youth at 100 of the 600 ecd facilities per annum.
- Upgrading of physical infrastructure at 120 early childhood development facilities.
- Corporate sector support of early childhood development facilities (adopt-a-crèche initiatives – linking social capital).
- Community involvement as volunteers in early childhood development facility administration.
- Design a best-practice model for early childhood development facilities in collaboration with Grassroots.

6.4.2 TIMELINES

2005/2008

6.4.3 COST

- Upgrading of 120 facilities: R3.8 million
- 200 learnerships as part of EPWP: R1m

6.4.4 PROPOSED OUTCOMES

To ensure that quality ECD services are accessible in high priority areas and that it has a developmental approach that facilitates access to increased community-based networks.

6.5 ACCESSIBILITY

6.5.1 ACTIVITIES

- Establish 5 local offices in Khayelitsha
- Establish 2 local offices in Mitchells Plain
- Establish 1 district office on West Coast

6.5.2 TIMELINES

2005/2007

6.5.3 COST

- 1 district office: R12 million
- 8 local offices: R14m

6.5.4 PROPOSED OUTCOMES

- Providing poor and marginalized with access to resources and information through community networks. This will foster trust in government
- Redirection of resources to areas of greatest need and highest priority

6.6 YOUTH DEVELOPMENT

6.6.1 ACTIVITIES

- Employ 20 youth development workers (at least 1 per district office, with an additional worker in the nodal areas of Eersteriver, Bellville, Khayelitsha and Mitchell's Plain).
- Peer support programme to reduce drop-out rate in schools involving 800 learners (Brawam-Siswam project in collaboration with the Department of

Education and the University of the Western Cape) *Target date: March 2005.*

- Ethical leadership training for youth from marginalized communities (50 per semester) in collaboration with the Moral Regeneration Movement *Target date: February 2005.*
- Inter-generational programmes involving 70 youth per annum.
- Job seekers programme in place at 16 district offices providing youth with a safe environment where youth job seekers can attain life skills and information on availability of jobs.
- HIV/AIDS awareness programmes to promote positive sexual health.
- Providing 870 internships for the youth at the departmental district offices and facilities and within funded organizations.
- Youth leadership and development programmes at Wolwekloof site for 50 youth per annum.
- Training in computer skills with the implementation of the Ukutwalana project.
- Involving youth in learnerships directed towards training in home/community-based care services for persons living with HIV/Aids – Expanded Public Works programme.
- Test a community-based pilot of 20 awaiting trial children as an alternative to a prison as a place of safety. This will reduce the number of children awaiting trial in prison to 150 per annum.

6.6.2 TIMELINES

2005/2007

6.6.3 COST

- Total expenditure on youth: R191 861 916

6.6.4 PROPOSED OUTCOMES

To provide programmes to youth between the ages 16 – 35 years that are enabling and empowering and that contribute to nation building.

6.7 POVERTY REDUCTION

6.7.1 ACTIVITIES

- Endorsement of the poverty strategy by cabinet during February 2005.
- Piloting of integrated programmes in four targeted areas Cape/Winelands District Municipality, Matzikama District Municipality, Central Karoo District Municipality and the City of Cape Town.
- Enter into memoranda of understanding with the local government entities mentioned above.
- Integrated poverty reduction plans developed inter-departmentally.

6.7.2 TIMELINES

2005/2008

6.7.3 COST

- Food Emergency Programme: R20 million
- Funded programmes in respect of youth: R11m

6.7.4 PROPOSED OUTCOMES

- Providing poor and marginalized with access to resources, opportunities and information through community networks.

6.8 HIV/AIDS

6.8.1 ACTIVITIES

- Increase home and community based carers from 119 by 10% per annum.
- Funding of programmes on positive living and sexuality.
- A service delivery model developed for orphaned and vulnerable children.
- Education and awareness.
- Policy development Integrated and co-ordinated services.
- Workplace HIV/AIDS programme.
- Commission research on HIV/AIDS with specific reference to child-headed households.

6.8.2 TIMELINES

2005/2008

6.8.3 COST

- Positive living (youth): R500 000
- HIV orphans: R5 million
- Community and home based care: R2.5 million

6.8.4 PROPOSED OUTCOMES

People infected and affected by HIV/Aids have access to a range of services, resources, and information through increasing the number of community-based networks.

6.9 RESEARCH

6.9.1 ACTIVITIES

- Measurement of social capital in six areas of the Western Cape (Beaufort West, Oudtshoorn, Khayelitsha, Guguletu, Mitchell's Plain and Manenberg).
 - Reference group will meet during Feb 05 which will constitute a collaboration between this department and the University of the Western Cape. The aim of this week-long workshop will be to finalise the clarification of social capital concepts with the assistance of international experts.
 - Desktop analysis completed by March 05.
 - Research proposal finalized by April 05.
 - Questionnaires developed and administered by June 05.
 - Analysis completed by September 05.
- Research on youth
- Family research
- Research on trends in the fields of foster care
- Sharing of research with other departments

6.9.2 TIMELINES

2005/2007

6.9.3 COST

CECK BUDGET

6.9.4 PROPOSED OUTCOMES

- An audit on the present levels and quality of existing social capital networks in the targeted geographical areas.

6.10 REDISTRIBUTION OF RESOURCES

6.10.1 ACTIVITIES

- Conclude a current baseline assessment by the Directorate Monitoring and Evaluation of the spread (geographical) and types of social services and human resources within government as well as within funded organizations. This will benchmark the standard of service delivery and inform the transformation agenda.
- Conclude an assessment of all funded old age homes to obtain baseline data that will inform the redistribution of resources in this sector by April 2005.
- To reduce the social worker : population ratio in Khayelitsha, Mitchells Plain, Bellville and Eersteriver to 1:7 000 (current levels exceed 1:8 000).

- To increase the spread of services in targeted areas where there is currently none to limited categories of social service delivery. Eg. Caledon is over-resourced in terms of homes for the older persons whilst services to youth is absent (Targeted areas are presidential nodal areas, Project Consolidate, 8 crime areas and 170 informal settlements.).
- Equitable distribution of social service delivery within individual districts. Eg. Within Worcester there appears to be an abundance of social service deliverers whilst in reality the majority of services is located within Worcester CBD with none or limited services in outer areas like Ceres.
- To implement a model for resource allocation per district based on indicators such as population statistics, disability, household income and type of dwelling.eg. Khayelitsha's share of proportion of the total social sector spending currently stands at 3.52% over a period of three years. This will increase to 10.14%.

6.10.2 TIMELINES

2005/2008

6.10.3 COST

See point 6.13 for a full discussion in this regard.

6.10.4 PROPOSED OUTCOMES

Equitable spread of social service delivery based on community needs and scientific indicators.

6.11 SERVICES TO CHILDREN AND FAMILIES

6.11.1 ACTIVITIES

- To reintegrate 120 children living on the streets back into their communities per annum over the next five years.
- To test a service delivery model aimed at transforming service provision at least 30% of the 40 children's homes.
- 60 children are reached through programmes aimed at victims of child trafficking.
- Strategy aimed at improving the lives of women and families on farms implemented in three rural areas. A series of workshops conducted with other departments will culminate in an integrated strategy in collaboration with relevant national and provincial departments. *Target date: strategy available by March 2005.*
- The design of policies and programmes for victims of gender-based and other forms of violence.
- To pilot a programme to empower 60 boys as a gender-based violence prevention strategy.

- To pilot a parenting skills programme for 90 parents in three pilot areas to strengthen family life and promote family well-being.

6.11.2 TIMELINES

2005/2008

6.11.3 COST

- Awaiting trial: R291 000
- Street children: R44 037 000

6.11.4 PROPOSED OUTCOMES

To provide services to the vulnerable and those with special needs in areas of highest priority and greatest needs to ensure that children and families benefit from an equitable spread of services.

6.12 SUBSTANCE ABUSE

6.12.1 ACTIVITIES

- Establish an inter-sectoral drug abuse forum
- Treatment and prevention programmes in presidential nodal areas, Project Consolidate areas and crime hot spot areas.
- Purchase 50 beds in privatized rehabilitation centres for poor youth who cannot afford the expensive treatment.
- Community based pilots on youth and Foetal Alcohol Syndrome.
- Implementing a new treatment model (cognitive behaviour modification) at the De Novo Youth Centre in collaboration with the Universities of California, Howard and Western Cape.

6.12.2 TIMELINESS

2005/2008

6.12.3 COST

- 50 additional beds for youth: R2 .5 million
- Learner support programmes: R 1.5 million

6.12.4 PROPOSED OUTCOMES

A range of prevention and treatment programmes in respect of substance abuse is accessible to the youth and the community at large.

6.13 RESOURCE CHANGES

As indicated before the department will have to achieve significant shifts in resources to enable a redirection of resources to areas of greatest need and highest priority. The current Budget Statement 2 indicates a shift in funding from services to older person and disabled persons in favour of youth, children, women and families.

16.13.1 *Homes for Older Persons*

In analyzing the budget figures in respect of funding for homes for older persons one has to keep in mind that it is unlikely that funding to old age homes will decrease as the department already provides funding for only frail aged. The transformational issue is rather about the transformation within old age homes to become racially integrated and to expand services to previously disadvantaged communities through community outreach programmes.

In order to inform the transformation imperatives in respect of homes for the aged, the Directorate Monitoring and Evaluation will embark on a process of fast-tracking the assessment of the remaining 81 homes for older persons in the province. The assessment will commence on the 28 of February and be concluded on 14 of April 2005. The Ten (10) multi-disciplinary assessment teams conducting these assessments will incorporate unemployed graduate interns who will be with this directorate for 12 months. The graduate interns were selected from the poverty nodal points in the province and are attached to various community structures. Social capital formation will be facilitated through the employment and transference of the evaluation skill to these graduate interns. In addition ten (10) 4th year professional student nurses from the University of the Western Cape will accompany the assessment team during the 6-week period of assessing the senior homes. Ten staff members within our 16 district offices and head office will also be trained to acquire the evaluation skill thus assisting build capacity necessary for moving our district office towards the cost center. A comprehensive report will be compiled by the end of May 2005, which will assist the department in making the necessary shifts in service from over-resourced areas to areas of greatest need.

6.13.2 *Spread of services*

The current distribution of funds had to take into account that in some areas whilst the expenditure is close to the ratio indicated, it does not fulfill the needs of the community. In some areas like Khayelitsha the total expenditure is allocated to services for older persons and/or early childhood development and no allocation in the required service field like youth and family work. This translates into a total reliance on the Department of Social Services and Poverty Alleviation to deliver services in those areas.

The assessment results in respect of Worcester and Caledon can be explained as follows:

WORCESTER DISTRICT

Homes for older persons: 16 (951 beneficiaries: R 8 092 395). Service centres: 18 (1526 beneficiaries: R 1 457 201-90). **Transformation issues:** Some homes for older persons are still struggling with translating their conceptual understanding of transformation to actual implementation. A need exists to promote a culture of workers' rights. Career opportunities for HDI's are still limited within some of the organizations.

CALEDON DISTRICT

Homes for older persons: 11 (641 beneficiaries: R 5 638 960). Service centres: 20 (1277 beneficiaries: R 1 217 166-50). **Transformation issues:** Limited transparency regarding election of board members. Management and beneficiary composition in some homes for older persons is not diverse. The districts of Worcester and Caledon are over-resourced in terms of homes for older persons. Attention has to be give to a process of consolidating these services as well as reviewing the working agreement between the Department of Social Services and these service providers. This process will inform the relocation of services to area that are under-served in both districts.

Analysis of all districts assessed to date can be summarized as follows:

VREDENDAL DISTRICT

Homes for older persons: 7 (384 beneficiaries: R 4 014 105) Service centers:17 (809 beneficiaries: R 721 649-50). **Transformation issues:** Approximately 90% of service centres serve black and coloured people, whilst homes for older persons are predominantly white

ATLANTIS DISTRICT

Homes for older persons: 8 (533 beneficiaries: R 5 682 900). Service centres:12 (679 beneficiaries: R 662 736-70) **Transformation issues:** Majority of homes for the aged are located within the white communities, whilst the service centres are mostly located in the coloured communities. Most boards are constituted along racial lines, i.e. coloured and white. The majority of organisations function in isolation with minimum sharing of projects. A racial distinction is evident in service centres regarding quality of services rendered.

GEORGE DISTRICT

Homes for older persons:13 (705 beneficiaries: R 6 285 010). Service centres: 15 (1378 beneficiaries: R 1 296 313 –61). Transformation issues:

Governance structures are constituted along racial lines and access to services is based on historical segregation of places of residence.

The department has therefore designed a model to guide the allocation of resources per district office based on the current unequal distribution of resources. The model can be explained as follows:

6.13.3. **Model for Redistribution of Funding**

1. **INDICATORS**

Seven indicators were identified by which resources are to be allocated to District Offices. They are:

- Population Size
- Proportion Children aged 0-6
- Proportion Youth aged 15-34
- Proportion aged, aged 60+
- Proportion persons disabled
- Proportion Households reporting Household Income below R19,200 p.a.
- Proportion households with income below R19,200 p.a. who live in an informal dwelling

(ALL data is sourced from the 2001 Census)

2. **WEIGHTS**

Each of these indicators was weighted. The total weight is 100. The individual indicator weights allocated are:

- | | |
|---------------------|------------|
| • Population Size | 25 |
| • Children | 10 |
| • Youth | 15 |
| • Aged | 8 |
| • Disabled | 7 |
| • H/H Income | 20 |
| • Informal Dwelling | 15 |
| • Total | 100 |

3. **TOP SLICE**

The total allocation for Transfer Payments will be top sliced to provide for Provincial Programmes and Special Projects. The Breakdown is as follows:

- Provincial Projects [target = 6% in 07/08. Current amount is 7,76%]
- Special Projects [target =6,5% in 07/08. Target in 05/06 will be 2,17%]

- Presidential Nodes [target in 07/08 is 1% per node (3) = 3%]
- Crime Hot Spots [target in 07/08 is 0,5% per hotspot (7) = 3,5%]

4. PROPOSED ALLOCATION 05/06 TO 07/08

District Office	Current %	2005/06 Target	2006/07 Target	2007/08 Target
Athlone	6.28%	5.88%	5.48%	5.08%
Atlantis	4.67%	4.60%	4.53%	4.46%
Bellville	9.65%	9.85%	10.06%	10.26%
Cape Town	9.83%	7.69%	5.56%	3.42%
Eersteriver	6.45%	6.82%	7.19%	7.56%
Gugulethu	2.94%	3.36%	3.77%	4.19%
Khayelitsha	3.52%	5.73%	7.94%	10.14%
Mitchell's Plain	2.37%	4.16%	5.95%	7.74%
Wynberg	9.43%	8.45%	7.46%	6.48%
Beaufort West	2.05%	1.78%	1.51%	1.24%
Caledon	4.54%	4.40%	4.27%	4.13%
George	7.59%	7.34%	7.08%	6.83%
Oudtshoorn	4.10%	3.50%	2.90%	2.30%
Paarl	5.70%	5.74%	5.78%	5.82%
Vredendal	3.30%	2.81%	2.31%	1.82%
Worcester	9.80%	8.54%	7.28%	6.02%
Provincial Projects	7.78%	7.19%	6.59%	6.00%
Special Projects	0.00%	2.17%	4.33%	6.50%
Total	100.00%	100.00%	100.00%	100.00%

The Department's redistribution plan will contain the following broad processes:

- Consolidation of management information: actual location of own and funded services, determining actual spread of resources (funding and human capital). One will, for example, unpack actual services and geographic areas served by the current allocation in the cases of Wynberg, Cape Town and Worcester, as our current analysis indicate location of the service rather than the geographic areas served.
 - Model development: In order to provide a scientific base for ideal resource distribution (equitable share) by 2007/08 (annual targets to be determined), a model has been developed. This model proposes the "top- slicing" of the allocated budget to make provision for 12,5% in total for: provincial programmes (6,5%), presidential nodal areas (3%) and other prioritised areas (3%). The remaining 87,5% will be distributed equitably according to the proposed model.
 - Establish service delivery priorities: target groups as well as geographic areas per district office
 - Gap analysis

Multi- year implementation plan to be developed by March 2005 (“old” and “new” funding).

With the application of the model the current funding of social service delivery per district can be summarized as follows:

DISTRICT OFFICE	FUNDING PER DISTRICT OFFICE BEGINNING 2004/05	ADDITIONAL FUNDING:04 / 05 NODAL PROCESS	TOTAL ALLOCATION PER DISTRICT	% TOTAL FUNDING
ATHLONE	R 16,580,077.40	R 548,309.00	R 17,128,386.40	6.28%
ATLANTIS	R 12,749,637.33		R 12,749,637.33	4.67%
BELLVILLE	R 26,201,060.66	R 114,000.00	R 26,315,060.66	9.65%
BEAUFORT WEST	R 5,303,896.05	R 296,100.00	R 5,599,996.05	2.05%
CALEDON	R 12,393,214.85		R 12,393,214.85	4.54%
CAPE TOWN	R 26,816,107.27		R 26,816,107.27	9.83%
EERSTE RIVER	R 17,601,893.38		R 17,601,893.38	6.45%
GEORGE	R 20,041,085.76	R 670,895.00	R 20,711,980.76	7.59%
GUGULETU	R 8,024,657.20		R 8,024,657.20	2.94%
KHAYELITSHA	R 7,912,989.35	R 1,682,138.00	R 9,595,127.35	3.52%
MITCHELLS PLAIN	R 5,945,399.28	R 513,285.00	R 6,458,684.28	2.37%
OUDTSHOORN	R 11,173,205.80		R 11,173,205.80	4.10%
PAARL	R 15,545,782.26		R 15,545,782.26	5.70%
VREDENDAL	R 7,981,661.30	R 1,014,450.00	R 8,996,111.30	3.30%
WORCESTER	R 26,718,132.83		R 26,718,132.83	9.80%
WYNBERG	R 25,237,910.71	R 470,000.00	R 25,707,910.71	9.43%
PROVINCIAL PROGRAMMES	R 7,625,660.00		R 7,625,660.00	2.80%
REHABILITATION CENTRES	R 3,273,092.00		R 3,273,092.00	1.20%
SPECIAL PROGRAMMES	R 4,000,000.00		R 4,000,000.00	1.47%
MULTI PURPOSE CENTRES	R 2,500,000.00		R 2,500,000.00	0.92%
ECD INFRASTRUCTURE	R 3,800,000.00		R 3,800,000.00	1.39%
GRAND TOTAL	R 267,425,463.43	R 5,309,177.00	R 272,734,640.43	100%

From the above analysis it is clear that the transformation imperatives are not only applicable to funded service delivery organizations, but also to the department’s own distribution of funding per district office.

6.14 RESTRUCTURING

The above analysis also clearly identifies the need for the department to embark on an internal restructuring process.

6.14.1 CENTRALISATION OF SOCIAL SECURITY

The centralization of the social security function to the national sphere of government in the South African Social Security Agency will require a complete reorganization of the department. The process will entail a ringfencing exercise in respect of money and human resources before the end of the financial year. Within the department, this function will be delivered as a separate branch within the department in order to ensure that all assets and liabilities are properly and completely ringfenced. This is aimed at ensuring a smooth transition to the national agency.

Although all the existing social security staff will be transferred to the agency a minimum of 23% of support staff will also be transferred to the agency.

6.14.2 INTERNAL RESTRUCTURING

The centralization of social security will require an organizational development study to be undertaken to ensure that the rest of the department is still adequately resourced post the departure of social security. Such a study will also have to take the department's new mandate of social development into account in line with the social capital framework. This is particularly relevant for the departmental head office. The re-energized focus on development workers and the renewed focus on their work given the social capital mandate will have an effect on adequate human resource provisioning.

An organizational development investigation in respect of the 16 departmental district offices that has been finalized, but will have to be re-assessed in view of the inequitable spread of social worker posts within the department. It is anticipated that this exercise will be completed and submitted to Cabinet before the end of the financial year.

DISTRICT	POPULATION	TOTAL NUMBER OF SOCIAL WORKERS	POPULATION NUMBER PER SOCIAL WORKER
Athlone	277975	54	5147
Atlantis	261537	35	7472
Beaufort West	60478	17	3 558
Bellville	689104	86	8012
Caledon	203534	38	5 356
Cape Town	201187	177	1136
Eersteriver	363261	43	8447
George	331669	66	5 025
Gugulethu	170539	29	5080
Khayelitsha	329009	19	17 316
Mitchell's Plain	398638	28	14237
Oudtshoorn	123262	25	4 930
Paarl	312119	53	5 889
Vredendal	93791	20	4689
Worcester	317373	54	5 877
Wynberg	391047	69	5667
TOTAL	4 524523	813	5 565

This table referred to earlier on page 14 of the document substantiates the need for an internal redistribution of social workers to areas of greatest need and highest priority. The provisioning of social workers in Cape Town is clearly out of tune with the rest of the province. Redirecting human resources from that district to under-resourced districts such as Khayelitsha is therefore a certainty.

The appointment of 20 youth development workers will follow a similar pattern with each departmental district office receiving one social development worker and each of the offices in Khayelitsha, Eersteriver, Bellville and Mitchell's Plain an additional worker.

7. MONITORING AND EVALUATION

7.1 INSTITUTIONAL ARRANGEMENTS

The Monitoring and evaluation directorate was established to ensure that the department's resources are invested in programmes that contribute to social capital formation among vulnerable groups, poor and marginalized communities as well as in areas where are partners and district offices operate. The ultimate goal of this directorate is to achieve optimal and broad-based application of government's investment through sound management practices.

The term monitoring refers to the tracking of changes in programme performance. It tracks changes in services provided (outputs) and the desired results (outcomes) that provide the basis for accountability in the utilization of resources. Evaluation attributes programme outcomes to their causes.

The directorate concerns itself with reporting of both our own service delivery as well as that of funded organizations. It also manages and maintains systems of financial risk and internal control. The scope of its work is determined by our department's strategy and includes that of monitoring fraud. The directorate has three components:

1. External quality control (responsible for evaluationg 1300 funded organizations
2. Internal quality control (responsible for evaluationg 16 district offices, 8 facilities, 6 head office directorates, two privatized facilities.
3. Risk and internal control (responsible for the development of a risk plan for the department and the district office.

Both internal and external assessments occur in phases with. With external assessments, phase one consists of identifying the didtrict to be assessed, initiating contact with funded organizations informing them of assessment dates (4 days per organisation) , and inviting them to a cluster meeting for a particular district. In phase two, teams visit organizations , exit verbal report is given to each organization and followed up with an analysis report within a month of assessment and organizations are invited to comment and 'buy-in'. The report together with the feedback from organizations are the forwarded to Directorate Developmental Social Services who the engage organizations in the signing of service level agreements in phase four. In the third phase, a cluster meeting is once again facilitated to provide inputs on performance of the district as a whole. Gaps in service delivery and in compliance are identified as well as the spread of resources. Recommendations on addressing gaps are then made. In phase four, Service Level Agreements are entered into and a copy given to Directorate Monitoring and Evaluation to allow for implantation of the monitoring role.

The internal assessment also consist of four phases that differ somewhat from the external phases. In phase one, the internal service to be assessed is identified, and an engagement with directorates at head office in term of their needs and expectations. In phase two, a three week assessment is conducted and intra-directorate feedback is invited. In phase three, feedback is given to management and agreements are reached on critical findings with reports to head office and district office manager concerned. Within 21 days, responses are received and a corrective action plan developed that is later discussed with concerned parties for implementation. In phase four, a co-ordinating component consisting of monitoring and evaluation representatives, the district office and the office of Head of Department, review progress bi-annually based on the corrective action plan.

The directorate is currently engaged in a benchmark assessment on the status of what current service provision consists of. A diagnostic tool for assessing compliance with the standards related to quality, efficiency and effectiveness of service delivery, called, the Organisational Capacity Assessment Tool (OSCAT) is currently being implemented. Information gleaned will inform the transformation and redistribution of resources. New service level agreements will be entered into with funded organisations. The monitoring and evaluation directorate will monitor these service level agreements and also measure the impact in communities. This refers both to service delivery partners as well as the departmental service centers. During the current financial year, this directorate has assessed 282 organisations and poverty projects as well as five district offices. A need has been identified to increase the human resources by at least 30 in order to reach the target of assessing 1300 funded organizations over a period of 30 months.

7.2 INDICATOR DEVELOPMENT

It is accepted that a proper exercise in developing social capital indicators still need to be conducted. International literature appears to focus predominantly on nation-wide indicators of social capital. Some of these include voting rates as an indication of trust in the government, reading of newspapers as an indication of “connectedness” and studies on the trust between neighbours in four countries on the African continent.

Indicators relevant to the department’s areas of intervention could include:

- To reduce the number of youth involved in substance abuse by 10% per annum in targeted nodal areas (presidential nodes, project consolidate, crime hotspot areas).
- To reduce the number of youth involved in conflict with the law by 500 per annum in targeted areas (presidential nodes, project consolidate, crime hotspot areas).
- To reduce the number of school drop-outs by 10% per annum in targeted areas (presidential nodes, project consolidate, crime hotspot areas).
- To reduce the number of youth participating in gang-related activities in Mitchell’s Plain, Khayelitsha, Gugulethu, Nyanga, Kuilsriver, Worcester and Kraaifontein by 10% per annum.
- To reduce the number of children living on the street by 50 per annum in the Unicity CBD.
- To roll-out the programme to two communities per annum with 50 youth per community per quarter, focusing on the targeted areas (presidential nodes, project consolidate, crime hotspot areas).
- To increase the number of community-based care responses to children in need of alternative care by targeting 10 children’s homes per year.
- To increase the number and quality of networks in targeted communities based on results of research findings.
- To design and implement an integrated poverty reduction programme in four district municipalities per annum.

8. CONCLUSION

The 2005/09 strategic plan of the department reflects its commitment to social capital formation and using social capital as a tool to alleviate the plight of the poor, the vulnerable and those with special needs. These efforts are aimed at strengthening and deepening the social safety net in the province to ensure that self-reliance becomes a reality for those who still endure the shackles of underdevelopment in a socially and racially polarized society.

The department has taken up the challenge to ensure that it makes a meaningful and substantial contribution to the developmental state. Its strategic goals, objectives and key measurable objectives clearly indicate its commitment to ensuring that we become interventionist rather than reactive; people-centred rather than controlling; responsive rather than reactive while at the same time serving the principles of good governance.

The Directorate Monitoring and Evaluation, has a key role to play to assist the department in assessing the extent to which departmental strategic goals and objectives are achieved.

The programmes listed in the strategic plan seek to position the departmental transformation agenda in order to give effect to iKapa eLihlumayo within a social capital formation framework.

ANNEUXRE A

MULTI-PURPOSE CENTRES

District Municipality	2004/05	2005/06	2006/07
City of Cape Town – Khayelitsha	R2 000 000	R2 000 000	R1 000 000
Overberg DM: Swellendam	R500 000	R1 000 000	-
Laingsburg	R1 400 000	-	-
Overberg: Hawston	R2 500 000	R1 500 000	R2 000 000
Riversdal	R100 000	-	-
Beaufort West Phase 2	R500 000	-	-
City of Cape Town- Mitchell's Plain	R500 000	R1 000 000	-
West Coast DM- location to be decided	-	R1 500 000	R2 000 000
Boland DM: Wolwekloof	R2 500 000	-	-
Boland DM- location to be decided	-	R2 000 000	R2 500 000
Eden DM	-	R1 000 000	R2 500 000
Totals	R10 000 000	R10 000 000	R10 000 000